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ABSTRACT

Each year, the Board of Governors of the California Community Colleges (CCC) develops and adopts a Basic Agenda that sets forth current priorities for the 107-college system. Guided by emerging trends and issues, this Basic Agenda constitutes the Board of Governor's long-range planning document for the 1990's. The report's preface and introduction describe the principal tasks of the CCC for the coming decade, which include maintaining the mission of the CCC; providing Californians, particularly those traditionally underrepresented in higher education and the workplace, with access to quality programs in transfer and career education, and in basic skills and English as a Second Language (ESL); providing effective leadership to the CCC through shared governance and management; helping the colleges become more cost effective; and maintaining quality instruction and student support services. The following five sections of the report examine in greater detail these aspects of mission; access; governance; fiscal policy; and educational quality, proposing specific initiatives for strengthening programs and policies in each of these areas. Among the initiatives and recommendations presented in the report are the following: (1) implement guaranteed transfer provisions; (2) reaffirm the CCC support for vocational education; (3) hold chief executive officers accountable for affirmative action in faculty and staff hiring; (4) explore ways to secure funding through partnerships with public and private agencies; (5) consider child care as a priority in college capital outlay; (6) offer more ESL and basic skills courses; and (7) attract qualified faculty from business and industry. (PAA)

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THE BASIC AGENDA: POLICY DIRECTIONS AND PRIORITIES FOR THE NINETIES (REVISED JULY 1992)

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Discussed as agenda item 13 at a meeting of the Board of Governors of the California Community Colleges (Sacramento, CA, July 9-10, 1992).

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Board of Governors
California Community Colleges
July 9-10, 1992

THE BASIC AGENDA: POLICY DIRECTIONS AND PRIORITIES FOR THE NINETIES (REVISED JULY 1992) 13

First Reading, Action Scheduled

Background

Each year, the Board of Governors develops and adopts a *Basic Agenda* that sets forth currently identified priorities for the California Community Colleges. A status report on the implementation of previously adopted goals and objectives is also presented to the Board. "The 1991-92 Status Report" provides the public with an assessment of the progress of the California Community Colleges on the goals and objectives adopted by the Board in July 1991. It accompanies this agenda as a separate item.

The Basic Agenda: Policy Directions and Priorities for the Nineties is the Board of Governors long-range planning document for the decade, addressing anticipated trends and needs. It is updated each year, as specific conditions warrant. This agenda item presents an update of *The Basic Agenda: Policy Directions and Priorities for the Nineties (July 1991)* for Board action. This draft combines systemwide priorities identified by the Board at its April 1992 retreat with a discussion of major trends and issues facing the Community Colleges.

Analysis

The Basic Agenda is guided by emerging trends and issues of educational quality, diversity, governance, and leadership. The challenge facing the California Community Colleges is to provide quality educational opportunities to the citizens of a state that is experiencing dramatic changes in its demographic, economic, and cultural orientation.

As they prepare to meet this challenge, the California Community Colleges are continuing to evolve as a comprehensive system of higher education whose basic mission is to provide California's citizens with programs in transfer and general education, vocation and economic development, and in the mastery of basic skills and English as a second language.

The successful implementation of major community college reforms brought forward through Assembly Bill 3 (Chapter 1467, Statutes of 1986) and Assembly Bill 1725 (Chapter 973, Statutes of 1988) has been accomplished. These reforms enable the Community Colleges to meet their obligations to students in the areas of access, retention, transfer, and employment, and to improve the quality and accountability of faculty, administration, and staff. The shared vision contained in this document, together with these significant reforms, should enable the Community Colleges to continue their prominent leadership role in the economic and cultural development of California.

Recommended Action

That the Board of Governors adopt *The Basic Agenda: Policy Directions and Priorities for the Nineties* (revised July 1992) as presented.

Staff Presentation: *Judy E. Walters, Vice Chancellor*
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THE BASIC AGENDA:

POLICY DIRECTIONS AND PRIORITIES FOR THE NINETIES

DRAFT

Revised July 1992

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The Basic Agenda

Policy Directions and Priorities for the Nineties
July 1992

Preface

Each year in *The Basic Agenda: Policy Directions and Priorities for the Nineties*, the Board of Governors sets policy directions and priorities for the Chancellor's Office and for California's 107 community colleges. This *Basic Agenda* is the tenth adopted by the Board of Governors and delineates the basis for educational program planning and budgeting as we confront the challenges of the years ahead. It addresses anticipated trends and needs over the decade and will be updated each year, as specific conditions warrant.

Our task during this decade is to provide Californians, particularly those who have been underrepresented in higher education and the workplace, with quality programs in transfer and career education and in the mastery of basic skills and English as a second language. To accomplish this task, the Board of Governors is committed to the following goals:

- **Mission:** Maintaining the mission of the California Community Colleges as described in the *Master Plan for High Education.*

- **Access:** Providing, to the maximum extent possible, access to Community Colleges for California adults.

- **Governance:** Providing effective leadership to the California Community Colleges, through shared governance and management.

- **Fiscal Policy:** Helping the Community Colleges become even more cost effective at delivering their programs.

- **Educational Quality:** Maintaining quality instruction and excellent student support services.

The Basic Agenda: Policy Directions and Priorities for the Nineties (revised July 1992) is the Board of Governors long-range planning document for the decade. It is the Board's intent that the annual "Status Report" document will provide the public with an assessment of the progress of the California Community Colleges. The shared vision contained in this *Basic Agenda*, together with the significant reforms we have undertaken in response to legislation—Assembly Bill 3 (1986) and Assembly Bill 1725 (1988)—should enable the Community Colleges to continue their significant leadership role in the economic and cultural development of California.

Introduction

As the California Community Colleges approach the twenty-first century, we are challenged to provide quality educational opportunities to the citizens of a state whose demography, economy, and culture are continuously changing. With the state's population projected to increase by at least one-fifth during this decade, California's rapid growth continues. As a result, the Community Colleges are expected to grow to 2 million students from their current enrollment of 1.5 million, an increase that is the equivalent of 50 average-sized colleges. The potential enrollment demand will exceed five percent annual student growth throughout this decade.

To answer this challenge, the Board of Governors has established a citizen's Commission on Innovation, specifically charged to recommend new approaches that the Community Colleges can employ to accommodate the tremendous enrollment demand and changing campus demographics. Recognizing that limited resources require new thinking, and that business cannot continue as usual, the Board of Governors is committed to finding new approaches that must enhance, not dilute, the quality of the Community College programs.

The Board of Governors has appointed the members of the Commission on Innovation; they in turn have established three task forces composed of individuals from the Community Colleges. These task forces will explore three areas—(1) facilities use, (2) instructional delivery systems, and (3) management strategies—seeking ways in which to answer the challenges of the nineties.

More dramatic than the state's population increase, however, will be the changing composition of that population. Over the next decade nearly four of every five new Californians will be Asian or Hispanic. Demographic trends vividly illustrate expected changes in the labor force. Currently, half of all workers are white males. By contrast, less than one of every five new workers entering the labor force during the next decade will be a white male. Those who will constitute the majority of new workers—women and minorities—traditionally have been underrepresented in postsecondary education. At the same time, rapid technological change demands an increasingly skilled labor force. Much of the growth in new jobs will take place in occupations that do not typically employ those who will comprise the bulk of the new workforce. Moreover, most of that growth will take place in occupations with skills that demand some postsecondary education.

California's Community Colleges have a significant role in resolving the mismatch between jobs and the labor force. The 107 colleges educate, train, and retrain individuals for most of the new jobs; they also enroll more individuals from the groups that will make up our future workforce than do the state's other institutions of higher education.

As they prepare to meet this challenge, the California Community Colleges are evolving as a system whose basic mission is to provide California's citizens with

programs in transfer and general education, in economic development and vocational education, and in the mastery of basic skills and English as a second language. Despite the inhibiting influence of the funding cap, enrollment demands are rapidly increasing. Most new students are recent high school graduates; immigrants who may or may not be in the amnesty program; and job retrainees, many of whom have been displaced by the economic recession. Demand for enrollment is expected to increase by at least five percent through the end of this decade. Two of every five new students are Hispanic, a degree of participation far above their historic rates.

Reforms brought forward through matriculation (Assembly Bill 3, Chapter 1467, Statutes of 1986), which addresses student recruitment, retention, transfer, and employment, and those initiated through Assembly Bill 1725 (Chapter 973, Statutes of 1988), which are designed to improve the quality and accountability of faculty and administrators, are the most far-reaching of such changes for the Community Colleges since adoption of the 1960 *Master Plan for Higher Education*. With the implementation of these reforms, which signal a renaissance in teaching and learning and are strongly endorsed by the Board of Governors, the California Community Colleges are ready to pursue their most important objectives.

The Basic Agenda identifies the Board of Governors policy directions and priorities for the nineties for the California Community Colleges. It is organized under the topical categories of *Mission, Access, Governance, Fiscal Policy,* and *Educational Quality*.

Mission

The mission of California Community Colleges, first articulated in the *Master Plan for Higher Education* in 1960 and since reaffirmed in AB 1725 (1988), is to provide Californians with quality programs in transfer and career education and in the mastery of basic skills and English as a second language.

Community college districts are authorized by AB 1725 to offer collegiate courses for transfer, vocational and technical courses, and community services programs and courses. Priorities within this mission are established as follows:

- Degree and certificate programs in lower-division arts and sciences and in vocational and occupational fields are the "primary mission" of the colleges.
- Remedial instruction, English as a Second Language, and support services that help students succeed at the postsecondary level are "important and essential functions."
- Adult noncredit education curricula in areas defined as being in the state's interest also are an "essential and important function." As further clarification, State-funded noncredit courses are listed in the *Education Code.*
- Community services courses and programs are an "authorized function so long as their provision is compatible with an institution's ability to meet its obligations in its primary missions."

The terms "primary mission," "important and essential function," and "authorized function" are not defined in statute. Therefore, district governing boards and the Board of Governors are responsible for defining and interpreting these priorities. The implementation of mission priorities falls to the districts, with the Board of Governors providing leadership and direction.

To improve the mission function, the Board of Governors recommends the following specific initiatives:

- Implement the guaranteed transfer provisions of the revised *Master Plan.*
- Implement the general education transfer curriculum.
- Reaffirm its strong support of vocational education, which is equal in importance to transfer education.
- Seek methods to accommodate the growing demand for student access, especially for underrepresented students.

Access

By law, community colleges must admit those Californians who have graduated from high school or who are 18 years old and can profit from instruction. This policy of "open access" also derives from the *Master Plan* and is designed to provide Californians with an equal opportunity for education and training that will enable them to fully utilize their potential in the workplace and as citizens, regardless of economic, cultural, or ethnic background.

However, more than 100,000 students were turned away—for lack of classes—in the Fall of 1991. Those traditionally underrepresented have been most affected by recent declines in access, a trend most pronounced for males and females of African-American descent. Moreover, while Hispanic enrollment has recently increased to its highest level ever, participation of both male and female Hispanics is below that of any other racial and ethnic group.

Reflecting California's emerging demography, most of the new workers will be from minority racial and ethnic backgrounds, including many immigrants. Therefore, it is essential that access to community colleges be improved for these groups.

The ability of California Community Colleges to provide the kind of access set forth in the *Master Plan* is vital to the economic and social development of California. The Colleges have a particularly significant role to play in helping close the potential gap between the state's new jobs and the lack of skilled labor available to fill them. Community Colleges not only provide individuals with transfer and vocational education for these new jobs, but they also enroll more individuals than do other postsecondary institutions from those groups (women, minority, immigrant) that will comprise most of the new workers.

To facilitate the supportive environment for access and success, the Board proposes the following initiatives:

- Intensify efforts to increase the number and success of underrepresented students in transfer programs.
- Improve the retention of underrepresented students through instruction and student services.
- Increase the number of successful underrepresented students in vocational education programs.
- Develop creative incentives to attract and retain faculty and staff from underrepresented groups.
- Identify potential teachers early and utilize methods for motivating those from underrepresented groups to enter the teaching profession.

- Develop effective programs for recruiting underrepresented faculty from within California and out of state.

- Encourage chief executive officers to assert leadership in affirmative action and hold them accountable.

- Encourage the development and use of incentives by local districts and colleges to achieve diversity.

- Implement all components of matriculation to improve the retention and persistence of students and to facilitate the completion of their educational goals.

- Design a comprehensive service package that couples instruction and support services to ~~maximally~~ best meet identified students needs.

- Enhance the current efforts of special support programs in recruiting, retaining, and transferring underrepresented students through a more comprehensive assessment of program activities.

- Strengthen the Chancellor's Office leadership role within the areas of health services, admissions, counseling, and student development to ensure all support services are adequately provided and available to students needing such services.

- Assure ease of application and adequate funding for student financial aid.

Governance

Since its creation in 1968, the Board of Governors role has been to provide leadership and direction for the Community Colleges, while preserving their autonomy and local control to the maximum degree possible. Seventy-one elected local trustee boards are responsible for the management and operation of local colleges.

Reforms contained in Assembly Bill 1725 (1988) have strengthened and expanded the leadership role of the Board of Governors and their governance of the statewide system known as California Community Colleges. These reforms and the major demographic shifts within California underscore the need for the Community Colleges to become equal partners with the University of California and the California State University in the state's tripartite system of public higher education and for the Board of Governors to assume a key role in this change.

The California Community Colleges rely on the concept of shared governance and management; the expanded leadership role of the Board of Governors does not diminish the need for strong local governance and management. Rather, these are enhanced. For instance, while the Board, upon the advice of the Academic Senate of the California Community Colleges, adopted lists of teaching disciplines and minimum qualifications to be used in hiring faculty, local boards of trustees and their staffs carry out the actual hiring—as they have in the past. In many ways, reform has charged local officials and staff with greater responsibilities for their work than ever before.

In its leadership role, the Board is responsible for adopting regulations governing the process of shared governance. As these regulations are adopted, local authorities are responsible for their implementation. To help in the shift to shared governance, the Board is using a broad-based consultation process in which seven councils—made up of local trustees, managers, faculty, and students—provide advice on the formulation of new policies.

In order to complete the implementation of Assembly Bill 1725 and to fully assume its responsibility for system leadership and direction, the Board of Governors proposes to ensure effective planning and accountability in all parts of the Community Colleges through the following governance initiatives:

- Continue the development of ~~the~~ a Chancellor's Office that ~~as a central office~~ provide~~sing~~ coordination and leadership for the system.

- Seek legislation to strengthen the system and to enable it to function more effectively.

- Maintain local authority and control in the administration of California Community Colleges.

- Recognize the Board's role and participation in shared governance.
- Analyze AB 1725 for areas of Board of Governors authority and responsibility.
- Work cooperatively to strengthen and enhance the effectiveness and credibility of the system's Consultation Process.
- Assist districts in implementing new minimum standards for participation in governance.
- Encourage the statewide Academic Senate and students (student government) to assume leadership roles in governance. ~~to improve instruction and student services.~~
- Promote the California Community Colleges as a system of quality higher education.
- Improve the image of the Community Colleges by strengthening communication externally and internally.
- Work with The California Community College Foundation to develop a significant role in the area of public relations and fundraising to support the initiatives in *The Basic Agenda*.
- Utilize The California Community College Foundation as the primary entity to raise private sector contributions for the system.
- Continue to develop and implement a full-service news, communications, publications, marketing and public events support unit for the Board of Governors and the California Community Colleges.
- Increase national visibility and the reputation of the California Community Colleges.
- Provide technical assistance and oversight to the Community Colleges in administering the new employment reforms.
- Complete the study of collective bargaining when funding becomes available, as provided in AB 1725.
- Implement fully and evaluate the effectiveness of the systemwide Management Information System.

Fiscal Policy

The demand for community college education has been increasing faster than the state's adult population, the measure that is used to limit or cap enrollment for which the colleges are funded. In recent years, this funding cap has constrained the system's expansion and destabilized individual district funding. Consequently, colleges cannot respond quickly to rapid enrollment demand in special populations, improve access for the underrepresented, or plan effectively.

Demand for community college education in California is expected to remain strong throughout this decade because of a slow economic recovery (many unemployed seeking retraining), continued immigration, rapidly increasing numbers of high school graduates, and potential redirection of students from the University of California and the California State University due to budget constraints.

Despite the revenue guarantees contained in Proposition 98, the California Community Colleges will not be able to accommodate all of their potential growth and will not be able to secure funding for all of those students over the cap. In order to maintain their mission under the *Master Plan*, the Community Colleges must become even more cost-effective at delivering their programs than they are now and/or obtain additional sources of financial support.

It is unlikely, given current levels of faculty productivity and facilities utilization, that the Community Colleges can become much more cost-effective using traditional delivery techniques. Consequently, the Board of Governors has appointed a Commission on Innovation to explore alternative ways of delivering community college education. The commission recently began its work and is looking at ways colleges could manage more efficiently; use existing facilities and time (calendars) more effectively; and undertake other strategies, such as interactive television, computer-aided instruction, and the entire realm of "distance learning," and other options in order to serve more students in the face of scarce state resources.

Besides new methods of delivery, the Community Colleges likely will need to seek greater support from non-State funding sources: a greater share of federal funding; more flexible, local property-taxation, such as majority-vote levies; and from business and industry, either direct contributions or more classes at the worksite, through partnerships that deliver needed vocational training to Californians. Although flat increases in student fees would detract from access, certain categories of students might be asked to support a larger part of the cost of their education; for example, if (1) they have already received a substantial amount of publically-subsidized, postsecondary education or if (2) their training is expensive and their resulting private earnings are high.

Long-term estimates of enrollment growth suggest the need for 31 new campus and center sites between now and the year 2005. Concurrently, while these new facilities will be needed, existing facilities are aging and the backlog of deferred maintenance

is increasing at nearly every campus. Much of the instructional equipment has become obsolete because of the ever-changing technological skills being taught at community colleges. The total estimate of capital outlay requirements over the next fifteen years appears to exceed the State's financial capabilities.

Short- and long-term fiscal planning by districts is made difficult by the funding cap, funding mechanisms, and uncertainty about future enrollments. Dealing with the projected enrollment demands in an environment of fiscal constraints (like the FTES growth cap) and limited resources, requires the Board of Governors and local colleges to plan carefully and to endorse the following fiscal policy initiatives:

- Increase the productive use of State funds and demonstrate accountability for their use in district budgets.
- Seek more cost-effective ways to deliver the services of Community Colleges.
- Explore ways to secure funding through partnerships with both public and private agencies.
- Consider both the enrollment demand of California's changing student population and the need for facilities to accommodate that demand when developing the system's budget. Plans for this demand should be coordinated with the other segments of higher education.
- ~~Complete and~~ Implement ~~a~~ the long-range plan for capital construction in the Community Colleges:
  - Provide for new facilities in the colleges.
  - Complete those campuses that lack adequate support facilities.
  - Consider child care as a priority in college capital outlay.
  - Develop a capital construction plan for the Chancellor's Office.
- Consider alternate budget mechanisms to the cap.
- Continue to advocate for resources at the State level, with the support of local trustees.
- Seek additional funding in areas of identified need and in areas where existing resources are being utilized to the fullest extent possible.
- Review ~~Implement~~ Program-Based Funding.

Educational Quality

All students need a better understanding of different cultures. There is a growing need for a far better understanding of the peoples, cultures, and economies of other nations and of California's leadership role in international activities. California's population is becoming more culturally diverse, older, and in need of increasingly more sophisticated education at the postsecondary level. Consequently, California's Community Colleges are enrolling more students who are older, tend to work, need child care, and want off-campus classes at flexible hours. There are also more students who need instruction in English as a second language and in basic skills; are low income, needing financial aid; and are the first in their families to attend college, often requiring special services and encouragement. Many students enroll in a community college to gain the skills required for employment in jobs that are expected to be more complex than they are today.

Responding to these trends and the problems they imply requires a concerted effort on the part of the Community Colleges, particularly on the part of those responsible for instruction and for student services across the entire scope of college programs.

The increasing number of high school graduates, and the Community Colleges' increasing share of that group, means a greater role in transfer education. Evidence indicates that while community college transfer students generally perform well in upper-division, Blacks, Hispanics, and Native Americans continue to be underrepresented in that group.

Vocational education programs in community colleges will enroll more students with language and other special needs. That, together with the trend toward a higher skill measurement throughout most of the jobs for which colleges train, means that these programs must be both relevant and effective.

Recent studies suggest that over half of the students coming to the Community Colleges are in need of some precollegiate training. If present immigration patterns and trends in high school dropout rates continue, California adults, in general, are likely to be less proficient in English and basic skills in the future than they have been in the past. Even though they are functionally literate, individuals displaced from their jobs because of economic or technological change frequently experience difficulty in their attempts to retrain for another occupation, because they lack basic language and computational skills. The depth of the state's recession and the predicted slow recovery mean that there will be many of these individuals enrolling in community colleges.

These trends all pose significant challenges for the Community Colleges that must be addressed by, among other efforts, a firm commitment to quality instruction and excellent student support services. This includes the implementation of more rigorous educational standards, mentoring and advising of students, and accountability for the results.

To improve the quality of academic offerings, the Board of Governors proposes the following initiatives:

- Maintain and improve the quality of instruction to promote excellence in the classroom, in both teaching and learning.
- Challenge students to increase their performance to the best of their ability.
- Expand the cultural pluralism aspects of community college courses.
- Internationalize the curriculum.
- Establish accountability for results, at both the State and local levels.
- Reaffirm the Board's strong support of programs in English as a Second Language (ESL) and basic skills, which are essential to the Community College mission.
- Encourage the development of a consistent and comprehensive curriculum for ESL, articulated across all community colleges.
- Establish a consistent and comprehensive precollegiate basic skills curriculum, with a scope and rigor that appropriately parallels the degree-credit curriculum.
- Offer more ESL and basic skills courses.
- Encourage the development of a citizenship program to assist California's six million immigrants.
- Make vocational education programs more relevant and work with industry and the private sector ~~effective in~~ to prepare~~ing~~ students for employment.
- Update the vocational curriculum by incorporating modern industrial techniques.
- Tie vocational courses to both intermediate and long-term labor market requirements.
- Develop worksite educational programs for improving productivity.
- Increase the number of contract-education programs for training and retraining currently employed workers.

- Extend Tech-Prep Education (2 + 2) programs to all community colleges.
- Extend the 2+2+2 concept of vocational education to all community colleges and into academic fields.
- Support the role of ED>Net, the Economic Development Network for California Community Colleges, in facilitating the systemwide delivery of education to business and industry.
- Enhance the recognition and status of the Community College faculty.
- Attract qualified faculty from the ranks of business and industry.
- Implement faculty and staff development programs to improve the skills of college personnel.
- Maintain high standards of instructional quality as the goals of diversity are implemented.
- Maintain a continuous review of the implementation of minimum qualifications for hiring faculty.
- ~~Review and update minimum qualifications and take steps to assure they are applied at the district level.~~

Conclusion

Complex changes affecting California's demography, economy, and culture during the nineties pose enormous challenges for the state's educational institutions, particularly the Community Colleges. Because of their unique mission, the Community Colleges are responsible for educating and training Californians to participate in a more technologically sophisticated and culturally diverse society.

The Community Colleges have a tradition of providing Californians with access to quality postsecondary education. Recent reform legislation has been implemented, and acquisition of adequate operating and capital funding are essential if the colleges are to carry out the many initiatives proposed in *The Basic Agenda*. It is through the fulfillment of these initiatives that the California Community Colleges can assume their proper and significant role in the development of California and the nation.